

**MATCHING THE ORGANIZATIONAL CULTURE  
WITH THE CURRENT VISION**

**EXECUTIVE LEADERSHIP**

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## **ABSTRACT**

This research paper analyzed the existing organizational culture of the Ormond Beach Fire Department. Secondly, this effort identified key cultural parameters that must be altered to implement needed change. A critical problem is that current individual and organizational growth within the Ormond Beach Fire Department is slow and restrictive. Past organizational practices did not reward member growth or recognize the importance of continued quality improvement. A lack of in-depth understanding of the existing organizational culture muddies the ability to change the culture. This understanding is necessary to implement changes to match the future vision for the Ormond Beach Fire Department. Uncovering what factors are a match for this vision and what inhibitors are present is critical to moving the Ormond Beach Fire Department into the future.

The essential purpose of this research paper was to identify critical components of the organizational culture that are incompatible with the organization's vision. By doing so, attention can be placed in altering those dysfunctional components, allowing realization of future plans. This paper employed both the evaluative and action research methodology (a) to identify the major components of the current organizational culture, (b) to determine how the organizational culture influences the Department members, (c) to identify the vision of the Ormond Beach Fire Department, (d) to determine what changes are necessary to permit reaching the Department vision, and (e) to identify what change methods have been successful in altering organizational cultures.

Two surveys, consisting of three parts, were administered to all 39 members of the suppression/emergency medical services division in the OBFD. Interviews with personnel at key organizational levels within that division were completed and documented, and a literature

review of related materials was conducted. Information gathered from the surveys were compiled into data tables to assist in comparing findings with analysis. Certain cultural components, within the OBFD, were identified as key to facilitating positive change.

Recommendations, as a result of this research, were formulated and include (a) establishing an improved communication procedure in the Department, (b) providing enhanced training in human skills subjects, (c) charting of progress made toward achieving organizational goals, (d) exploring the changing of duties, and possibly the current personnel in mid-level supervisory positions, and (e) aligning reward systems to recognize those individuals who actively strive to accomplish organizational goals.

## TABLE OF CONTENTS

<b>ABSTRACT .....</b>	<b>2</b>
<b>TABLE OF CONTENTS .....</b>	<b>4</b>
<b>INTRODUCTION .....</b>	<b>5</b>
<b>BACKGROUND AND SIGNIFICANCE .....</b>	<b>6</b>
<b>LITERATURE REVIEW .....</b>	<b>8</b>
<b>PROCEDURES .....</b>	<b>13</b>
<b>RESULTS .....</b>	<b>15</b>
<b>DISCUSSION .....</b>	<b>20</b>
<b>RECOMMENDATIONS .....</b>	<b>21</b>
<b>REFERENCES .....</b>	<b>24</b>
<b>APPENDIX A (Questionnaires) .....</b>	<b>26</b>
<b>APPENDIX B (Questionnaire Results) .....</b>	<b>31</b>
<b>APPENDIX C (Questionnaire Results Comparison) .....</b>	<b>37</b>
<b>APPENDIX D (Interview Questions) .....</b>	<b>40</b>
<b>APPENDIX E (City of Fairfax, VA. Communication Procedure) .....</b>	<b>42</b>

## INTRODUCTION

The Ormond Beach Fire Department (OBFD) is a small fire department situated on the Eastern Coast of Florida. Over the years it has grown from a public safety agency, whose duties were combined with the police department, to a full service fire department with four fire stations and 44 personnel. The OBFD has a strong union environment that fosters strong competition between labor (field providers) and management (office workers). Many challenges face the OBFD's future, including a rapidly developing community and Department. This expansion includes the hiring of 27 new personnel within the next 12 months. The major challenge facing both current and newly hired Department members is that certain changes will require altering past attitudes and practices.

The purpose of this research project was to identify and gain an understanding of key organizational cultural components that require changing in order to match the Department's vision of the future. Evaluative and action research methods were used to answer the following questions:

1. What are the major components of the current organizational culture?
2. How does the organizational culture influence Department members?
3. What is the vision for the future of the Ormond Beach Fire Department?
4. What changes in organizational culture are necessary to permit reaching that vision?
5. What change methods have been successful in altering similar organizational cultures?

## **BACKGROUND AND SIGNIFICANCE**

Ormond Beach is a central Florida coastal community currently serving roughly 38,000 people. Its Fire Department has four stations and 44 personnel working a traditional 56-hour week. The Ormond Beach Fire Department is a full service agency with suppression, prevention, investigation, hazardous material, confined space and high-angle rescue, and emergency medical roles in the community. The Fire Department does not provide emergency medical transport at this time. Ormond Beach, as in many other communities in central Florida, has a high percentage of retirees and is generally conservative in regards to its budget for City services.

Many changes have taken place and are needed in the Ormond Beach, Florida Fire Department. In the past year the Fire Chief and his assistant left the organization setting the tone for significant change. The former Fire Chief, the only chief since the public safety agency was organized, retired in February 1997. Following the former Chief's retirement, the second in command resigned. A new out-of-state Fire Chief was hired in September 1997. When hired, the new Chief was highly encouraged by both City management and the labor union to make significant changes in the manner the department was run and where it was headed. Those changes included elimination of the barrier between management and labor, and the creation of a larger fire district by contracting with the surrounding county, Volusia, to run several of the county's fire stations in close proximity to the OBFD. Although both of those changes have taken place to a large degree, the willingness to change has been slow and unduly resistive. To meet the future vision of the Department, the change process must be accomplished in a much timelier manner. If not, service delivery to the community and other future opportunities that may be available to the OBFD are likely to suffer.

In November 1997, the City and the Fire Department Union negotiated a three-year contract that raised the salaries of Fire Department members an average of 18.9%. The final agreement was fought by two of the five City Commissioners resulting in an outcry of political cronyism between the supporting Commissioners and Firefighters. June and July of 1998 brought the worst wildfires Central Florida had ever seen. Over one-half million acres burned in central Florida, with Ormond Beach one of the communities most affected. Ridicule that had once focused on the large pay increases for firefighters vanished as long, hard hours in high-heat conditions were captured by the media, depicting local and out-of-state firefighters battling out-of-control wildfires.

In September 1998, the Ormond Beach City Commission and Volusia County Council approved a 10-year deal for Ormond Beach to run two Volusia County fire stations, increasing the total number of Ormond Beach fire stations to six. This contract will result in the hiring of 27 more firefighters/paramedics and has increased the service area protected from 29 square miles to nearly 90. These facts in themselves set the stage for change requiring station and mid-level supervisors to provide stronger management than in the past. Specifically, communications practices and a more geographically decentralized work environment are envisioned to challenge the best management practices.

As conditions changed in the physical environment of the Ormond Beach Fire Department, efforts were ongoing to remove the barriers between labor and management previously identified. Of primary interest and importance was the development of trust between the bargaining unit members and administration. Although much had been accomplished in the area of trust, many Department members refuse to give up past beliefs. This has resulted in the inability of the Department to aggressively move away from the past and into the future.

Senior fire department staff has been projecting a vision of the future that has three major components. First, the vision includes employee participation in matters that affect their employment, where possible. Secondly, the program involves incremental improvement techniques that will result in quality differences. Specifically, as areas are identified where improvement is needed, smaller step-by-step techniques are used rather than a one-step process. This technique permits review of short-term results and necessary adjustment prior to ultimate commitment. Finally, the future vision focuses on customer service. Emphasis will be placed on identifying customer expectations, and meeting or exceeding those expectations where possible. In the past, firefighters in the OBFD were strictly directed with pre-developed programs and authoritarian practices. Little, if any, collective wisdom or external customer involvement was involved. The major philosophical difference, in achieving the new vision, is department employees, and others, are now encouraged to help make a difference in the quality of life in the community through their personal involvement.

Given the physical changes in the workplace and the philosophical change identified above, employee understanding and buy-in is essential to key programs in order to be an effective high quality service provider.

## **LITERATURE REVIEW**

“Culture is defined as a system of customs and traditions, sometimes coupled with 1997, p. 5). An organizational culture is the culture of an organization as a whole. It is the set of shared attitudes, beliefs, that influences or drives daily activities and methods of interaction” (Tunstall, values, goals, and practices that defines an organization. To gain a better



understanding of organizational culture, Tunstall utilizes a framework which includes the following five dimensions:

- *Authority*, which is both formal and informal clout (power). It is the right to say how things will be done, and the right to reward or apply sanctions.
- *Values*, which are beliefs or principles that are held in high regard. The values of a culture are those things that influence people.
- *Norms*, which are standards of behavior and help develop expectations about how one should behave.
- *Rewards*, which set up the notion of benefits for good behavior.
- *Sanctions*, which are the punishments for unacceptable behavior.

The fire service, as in most organizations, has a culture that is rooted in past traditions. Any change to a portion of that culture may result in resistance by those who reside in that organization. Inducing change in the culture of an organization, regardless of the need to do so, is no small undertaking. Successful change in organizational cultures is complex and time-consuming. Therefore a realistic vision and approach is essential to introduce change into any organization.

Many individuals believe that traditional managerial methods have failed to meet the needed mandates of change in the fire service. Most progressive organizations appear to be instituting more modern and innovative managerial and leadership practices to match future needs. Organizational culture plays a major role for members of any organization in making sense of common actions and interactions. Change in those actions and interactions require strong leadership and a process that is easily identified and followed. Edgar H. Schein, in *Organizational Culture and Leadership* (Jossey-Bass, 1985) believes that the culture of any

organization is a direct result of the activities of the leaders – that leaders create and manage that culture. Real change only can occur if the successful leader first “unfreezes” the existing culture, replaces the culture with new assumptions, and then ultimately “refreezes” the new assumptions into the subconscious of the organization (Cook, 1990).

For change to occur in an organization, managers must first seek or create favorable conditions for it. Creating this climate will require that the organization first build an awareness that change is needed and then gain the support of the people who must implement and cooperate with the change (Grifel, 1994). To facilitate change in the fire service, individuals must be willing to abandon time-honored top-down management and develop teams with the authority devoid of traditional authority (Malone, 1994). Because change is constant and demanding in today’s society, developing a vision of the future and a multi-step process appears the best bet for success. The vision defines the desired outcome while the multi-step process provides a systematic process to get to the vision.

Some organizational development (OD) practitioners believe that the individual should be the target of change (Huse, 1975). Other practitioners, such as Grifel (1994), in the OD field focus on overall organizational redesign for meaningful change. Best evidence appears to indicate that in either case, planned change with a specific and systematic process is best to ensure success. This plan must use reasonable assumptions about the individual, work group, and the total system. All assumptions begin with the individual. A common assumption is that individuals have the need for personal growth and development, and if provided an environment that is supportive and challenging, will become more of what they seek (French and Bell, 1978). Another important assumption made by French and Bell is that most people desire to make, and are capable of making, a higher level of contribution to the attainment of organizational goals

than most organizational environments will permit. Jack Smith (1997), in his paper titled *How Organizational Culture Influences Change*, cites the need for a collective shared vision and a culture that thrives on problem solving. So how do we make meaningful change, and what process should be used?

Influencing employee behavior, thereby changing organizational culture, is based on understanding the environment in which one works (Brown and Arnold, 1974). Answering the following questions help determine the degree of environmental change that needs to take place.

- Is the focus placed on the individual's personal needs and directions?
- Is the individual encouraged to grow, learn, and do more?
- Is the employee stimulated to act independently?
- Does the employee receive both material and psychological benefits from his good performance?
- Does the system encourage cooperation rather than destructive competition between employees?

If the answer is yes to all of the above questions, Brown and Arnold (1974) believe that the organization and individual is best prepared for introduction of change. One of the most important factors involved in organizational change is that of insuring that organizational rewards are in line with the new change. Rewarding the old rather than the newly desired behavior is clearly counterproductive. Brown and Arnold (1974) identify the following general principles of rewarding:

- Remember that rewards are individual in nature.
- Give rewards as soon after the desired behavior as possible.
- Get the individual to keep track of his/her behavior.

- Set standards that are measurable.
- Give rewards as the employee moves toward the desirable behavior.
- Give rewards only when they are deserved.
- When you reward, mention the standard or objective.

These simple principles will help insure that reward methodology corresponds with desired change.

Good managerial practices rely on reducing or eliminating restraining forces once a vision has been developed. Additionally, good administrative practice takes into account the need to involve others, where possible, in developing that vision. Therefore, it is good practice to do a force field analysis, identifying both the driving and restraining forces, before a vision or direction is determined. Eliminating or reducing the restraining forces will permit more timely and unencumbered attainment of objectives. Changing the old culture into the new is simply overcoming the resistance to change. The process according to J. Gordon (1987) is as follows:

- Identify the desired vision. Participation in the development of the vision is highly desirable, if possible.
- Communicate the vision to others early in the change process and frequently during the process.
- Start rewarding the newer desirable behavior.
- Be patient, establish trust and word with issues that serve to impede progress.
- Establish organizational policies to “freeze” the new behaviors in the work environment.

Although this process seems simple, it's not. More visions fail than succeed in the workplace. A quick review of what you may have experienced in your work life regarding change will quickly verify this fact.

It is clear that not all organizations are the same. To simply say that one organizational change method applies to all organizations is unrealistic. But, on the other hand, the principles that guide organizational change appear to be similar. Key to all is the establishment of a shared vision, communication of that vision to organizational members, and the establishment of reward systems that assist in that transition and maintain the desired behavior.

## PROCEDURES

### **Definition of Terms**

Driving Forces. Forces within an organization that facilitates effective collaboration.

Organizational Culture. A set of values, beliefs, and attitudes that is common to an organization.

Organizational Development. A discipline that enhances organizations from the present state to something that is felt to be more appropriate or prepared.

Refreezing. The term used to identify a consolidation of new values, attitudes, and/or beliefs within an organization.

Restraining Forces. Forces within an organization that restrict effective collaboration.

Rewards. A practice that provides a benefit for doing something worthy or right.

Unfreezing. A term used to designate organizational change from a given set of attitudes, beliefs, and/or values within an organization.

Vision. A proposition of a desired outcome regarding the future.

## **Research Methodology**

The optimal outcome of this research was to identify the existing organizational culture within the OBFD and to determine what facets of that culture require changing in order to match the future vision of that Department. An evaluative research approach was used to determine what major components should be surveyed and applied to the OBFD. This survey was structured similar to two surveys, one on organizational climate and another that focused on organizational characteristics, contained in the book, *Diagnostic Studies* (Mahler, 1774). Additionally evaluative research was used to determine how the culture might be altered. The information found was gathered from researchers, fire professionals and employees of the OBFD.

Action research was used since information compiled through evaluative research was applied directly to the OBFD problems previously identified. This process was necessary to determine what changes need to be implemented to alter the existing culture of the OBFD and to move the Department successfully move into the future. Questionnaires and interview responses were compared to identify a desirable change climate and to develop recommendations for needed change. The questionnaires, given to all 39-field providers, measured the organizational climate and characteristics. Personal surveys were also used to gain an in-depth understanding of the Department's background and how it has changed since the arrival of the new chief. A listing of survey questions is in Appendix (A).

## **Assumptions and Limitations**

Human dynamics is not an exact science and extraordinary complex. It was assumed that the research methodology provided a reasonably accurate picture of the organizational culture of the OBFD. It was also assumed that all individuals who provided information for this research

project provided truthful information. It was assumed that survey and interview participants accurately represented the Department. The author also assumed that the interviewees had a sufficient understanding of the Department, its practices, and how they felt about the issues posed to them.

The OBFD is, at the time this research paper is being developed, going through significant change. The previous mention of adding more stations and personnel continue to influence the perceptions of all Department members. Therefore, because this research paper is a snapshot of the issues at one point in time, and uses currently available information and methods, the conclusions reached may or may not be valid at the time one reads this document.

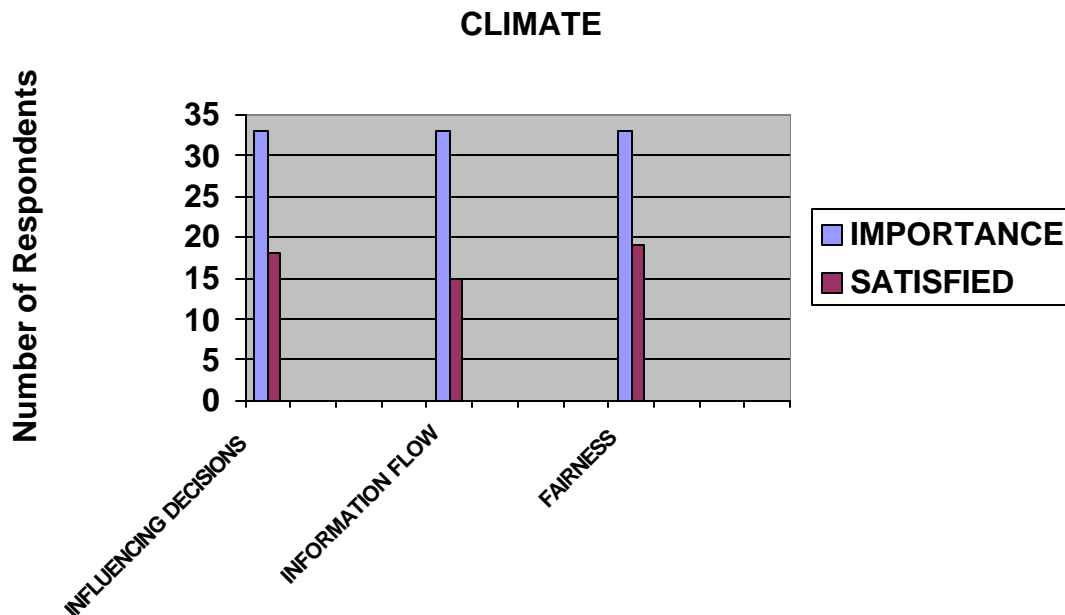
## **RESULTS**

Specific results of the questionnaires used to measure the culture of the OBFD are presented in Appendix (B).

### **Answers to Research Questions**

Research question #1. The key dimensions of the OBFD were assessed with the two survey instruments and interviews with key organizational members. The first survey was designed to be two parts. The first part assessed what the interviewee thought was important, and the second part assessed how well that dimension was satisfied by the department. Several areas were found to be of critical importance. The first area found to be important was the question concerning one's ability to influence decisions at high levels. Only 18 of the 33 respondents, or 54.5%, felt that they could influence decisions. Another critical finding concerned information flow. Nearly 46%, 15 of 33 respondents, claimed that they are "not in-the-know" about what is going on in the Department. The third area of importance concerned

whether respondents felt they were being treated fairly. Almost 58%, 19 of 33 respondents felt they were not being treated fairly. The attached graph highlights the questions of concern:

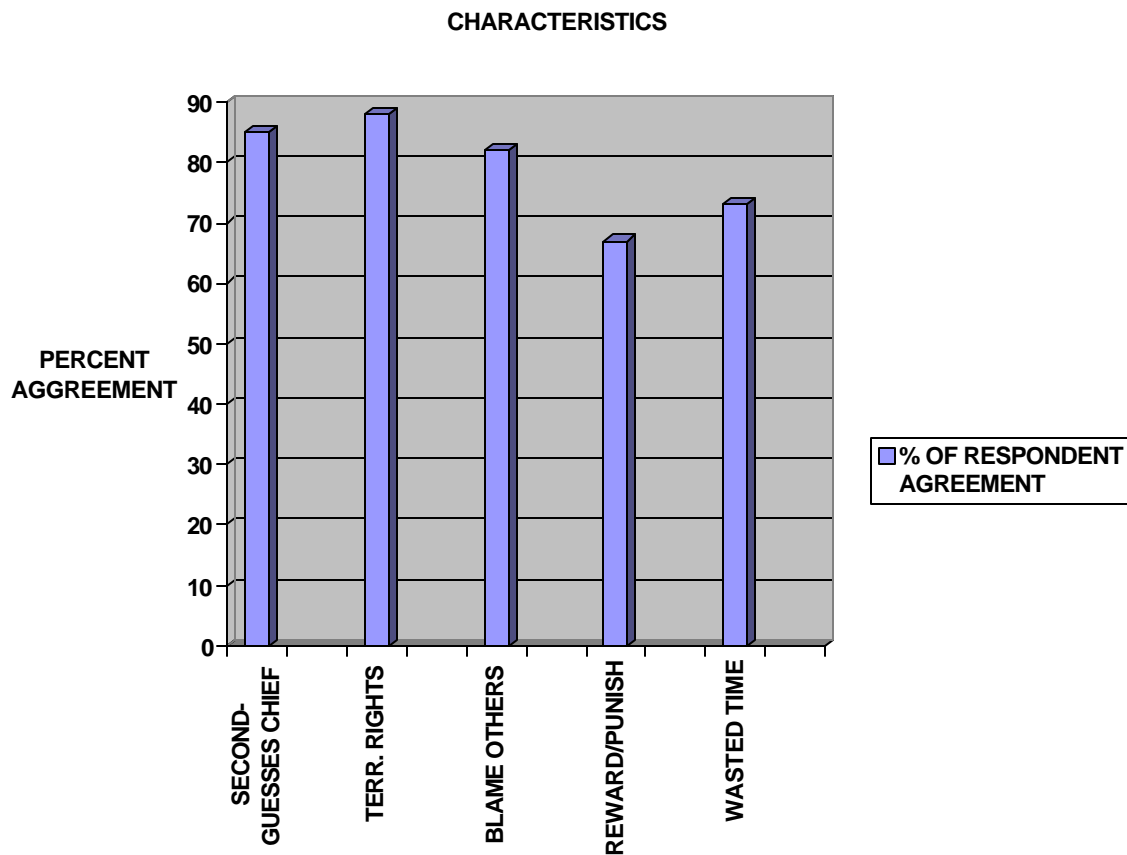


All other answers in the first survey were found to be compatible with a climate for making meaningful change, as identified by Cook (1990) and Grifel (1994) and were therefore not considered important for further analysis.

The second survey was conducted to determine organizational characteristics. This survey found numerous areas that will require altering to permit meaningful change. First, in the area of problem solving, 28 of 33, or 85% of the Department members are trying to second-guess what the Chief wants. This does not promote a creativity or innovative environment. Secondly, 29 of 33, or 88%, of the members believe that there is a high concern for territorial rights and status within the Department. Third, 27 of 33, or 82% of the respondents believe people blame one another when something goes wrong. Teamwork and group successes suffer in such an environment. Fourth, the current reward system punishes members for trying harder, according to 22 of 33, or 67%, of the respondents. Lastly, 24 of 33, or 73% of the members believe that



considerable time is wasted on differences and conflicts. The following chart depicts percentages of the above concerns:



Much of the above must be altered to promote attaining the Department vision. Appendix (B) contains all the results of the surveys. Comparison results are contained in Appendix (C).

Research Question 2. Organizational culture is the shared set of values, beliefs, goals, and practices within an organization. Grant and Hoover (1994) define organizational culture as “....a system of customs and traditions, sometimes coupled with beliefs, that influences or drives daily activities and methods of interaction”. It is, in fact, the de-facto organization. Organizational culture truly defines how the people in the organization and the organization itself will function. Change the organizational culture, and you change the organization. It is

implicit, then, to find culture a critically important issue to contend with in order to meet any complex and meaningful organizational goal. This is certainly the case in the Ormond Beach Fire Department where movement from the norm has been slow and painful.

Research Question 3. The Ormond Beach Fire Department was very traditional and autocratic until recently. The new Fire Chief believes that the future must involve others in decision making and focus on customers. An understanding of organizational processes, meeting or exceeding customer expectations, quality improvement methodology, and employee participation will be necessary to meet this vision. Unfortunately, this has not come easy for those individuals who oppose change. A certain comfort level had been established by creating an “us-versus-them” attitude between labor and management. In fact, the labor organization is concerned about losing power if more people are involved in decisions. This constraint provides both an opportunity and a potential problem with the future vision. There exists the opportunity to take advantage of the potential of each and every Department member, resulting in unlimited creativity and imagination possibilities. But the problem lies in developing the trust to overcome the perceived attack on the labor organization. In the interim period much is lost, as members are encouraged to carry out traditional roles.

Research Question 4. Research has indicated that certain conditions are important for the change process to occur. Anything less than optimal conditions tend to jeopardize the potential to unfreeze past practices or to refreeze changed behaviors. Brown and Arnold (1974) find that best environment, as previously discussed, seems to be one where:

- The focus is placed on the individual's personal needs and direction.
- The individual is encouraged to grow and learn.
- The employee is stimulated to act individually.

- The employee receives both material and psychological benefits from good performance.
- The organization encourages cooperation rather than competition.

Brown and Arnold also identified the following general rewarding principles as important in the change process:

- Remember that rewards are individual in nature.
- Give rewards as soon after the desired behavior as possible.
- Get the individual to keep track of his/her behavior.
- Set standards that are measurable.
- Give rewards as the employee moves toward the desirable behavior.
- Give rewards only when they are deserved.
- When you reward, mention the standard or objective.

Clearly to ignore the environment in an organization would be a costly mistake if one expect to introduce change. Careful attention is required to optimize any chance an organization may have for timely change to a pre-determined state. In the case of the Ormond Beach Fire Department, all areas identified in question one require attention in order to create an optimal environment to introduce change. Anything less will result in promoting continued resistance to the needed altering of the environment.

Research Question 5. Successful practitioners have found that the reduction or elimination of restraining forces to a desired outcome is critically important to achieve that outcome. Additionally, identifying the driving forces that prompt change is important for success. Simply put, changing an old culture to the new is simply the ability to overcome the resistance to change. J. Gordon (1987, p. 427) suggests the following process:

- Identify the desired vision. Participation in the development of the vision is highly desirable, if possible.
- Communicate the vision to others early in the change process and frequently during the process.
- Start rewarding the newer desirable behavior.
- Be patient, establish trust and word with issues that serve to impede progress.
- Establish organizational policies to “freeze” the new behaviors in the work environment.

Although all organizations are different, the principles of changing existing culture are very similar. The key is developing a vision and sharing that vision with organizational members in the most vivid way possible. After all, no one is able to achieve what is unknown, and even if someone could, they would be unable to lay claim to an accomplishment because it has not yet been identified.

## **DISCUSSION**

The surveys, combined with interviews of key personnel (interview questions contained in appendix D), identify an organizational culture that requires some degree of altering to match any future vision that differs from the present. Although much progress has been made in the past 12 months since the new Chief’s arrival, much remains to be done. Along with a change of culture, the Ormond Beach Fire Department is in need of leadership training. The previous administration did not encourage officers to prepare for the future or grow, and that lack of preparation and growth has created voids in effectiveness. Additionally, the “us-and-them” attitude that had existed during the previous administration is still instilled in many of the

existing officers and firefighters. Changing the department focus to recognize exterior customers, rather than themselves, has been difficult and this self-centered focus is often indicative in direction received at lower and mid-level supervisory ranks.

Rusty Case, a Lieutenant in the OBFD, states that he is frustrated at the attitude of many other co-workers and feels that only 15-20% of the Department has bought in to the new philosophy. Firefighter Jamey Burnsed, OBFD, has seen significant change during the past year but feels that to make any meaningful change a much more long-term effort is needed. Assistant Chief Jeffery Downs, also of the OBFD, thinks that a change in mid-management duties, and maybe even in faces, is required to move the effort forward. In any case, the task to match a future vision is more long-term and complex than was first envisioned. To make matters even worse, many members continue to let the bargaining unit speak for them even if they disagree with what is being said. The vision, which is to involve all Department members in decision making, is jeopardized if this attitude continues. Adherence to past practices is the greatest threat to changing any culture. A clear picture of the vision, trust in senior leadership, and support from the Department leadership at all levels is required to match the new vision. Without support at all levels of leadership, the new culture will fail due to lack of rewards, encouragement, enforcement, and simple peer pressure.

## **RECOMMENDATIONS**

Communication and rewards appear to be paramount to changing an organizational culture. All Department members must understand what changes need to take place and why. The Ormond Beach Fire Department needs to establish a formal communications policy that is comprehensive and redundant, conveying information in various communication methods,

similar to the process from the City of Fairfax, Virginia (contained in Appendix E). This policy has solved similar problems in Fairfax, according to Fairfax Fire Chief Gary Mesaris, and should serve to improve communication practices within the OBFD by producing a clear outline of expectations and minimum requirements, as in the Fairfax model. Charting the progress made toward goal attainment is also important to change success. Altering the existing reward system is critical to insure that the reward system is promoting, and reinforcing the desired changes in the organizational culture.

As with most every facet of life, trust in others who guide and have influence over us is essential. The questionnaire points out that additional trust between management and labor is desirable. This research recognizes that much trust has been established recently, but also realizes that changes in organizational culture take the best organizations. Fair, consistent, and honest treatment of Department members, with an emphasis on individual needs, will help in the long-term to establish a strong trust factor. Face-to-face communication and following through with commitments go a long way in providing a comfort level with coworkers. Encouraging supervisors to recognize the employee as a person rather than just a subordinate is needed. This will require training of the supervisors in more modern supervisory and leadership techniques.

A more difficult issue to solve is that of rapid movement to a desired vision. It is the belief of this author that several important measures need to take place to instill more rapid change. A separation of the mid-managers from the bargaining unit would be a positive first step in this regard. By doing so, a conflict of interest between the bargaining unit and the mid-level supervisors would be eliminated. Secondly, removal would allow for a more suitable assignment of responsibility to the mid-level supervisor that would include labor relations. And lastly, it would assist in breaking down the barrier between field workers and senior staff since mid-level

supervisors would likely be viewed as senior staff in the field. Another important measure that will expedite the needed change is more careful alignment of promotional opportunities to goal attainment. Current promotions focus on the best-prepared candidate for the vacancy but fall short of assessing how they are achieving the desired vision. Attaching promotions to goal achievement, consistent with the Department's vision, should encourage more aggressive goal attainment.

It should be understood that these recommendations should be viewed in total for implementation. One could anticipate that a less comprehensive adoption of these recommendations will result in fewer successes in changing the organizational culture and thus matching the future vision of the OBFD.

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**APPENDIX A:**  
**QUESTIONNAIRES**

October 12, 1998

Dear Department Member:

Attached are two (2) survey instruments, composed of three (3) parts, designed to assess current attitudes, opinions and values within the Ormond Beach Fire Department. The first survey, sections A and B, charts our organizational climate in an attempt to define how you feel about your work. The second survey is designed to assess organizational characteristics relative to teamwork and relationships. Results from these surveys will help guide this Department as it faces both the near and long-term future. To insure anonymity, please do not sign the questionnaires. When you have completed the questions, place the questionnaires back in the envelope provided. It is important that this is an individual exercise, therefore you are asked that the questions not be discussed prior to the completion of these documents. You are however free to discuss the content within your workgroup once your assignment has been completed. Please do not discuss this with the other shifts until all members have completed the questionnaires. Results and analysis will be shared with all Department members when compiled.

Thank you in advance for your honest and objective answers.

Sincerely,

Barry B. Baker  
Fire Chief

## CLIMATE SURVEY

### SECTION A. HOW IMPORTANT TO YOU IS:

- ANSWERS:
- A. = OF GREAT IMPORTANCE
  - B. = OF CONSIDERABLE IMPORTANCE
  - C. = SOMEWHAT IMPORTANT
  - D. = NOT IMPORTANT
  - E. = DOES NOT APPLY

### LETTER ANSWERS

1. Knowing your Department's goals and objectives? \_\_\_\_\_
2. Working for an organization of which you can be proud? \_\_\_\_\_
3. Having a good idea of just what is expected of you in your job \_\_\_\_\_
4. Making progress in your career? \_\_\_\_\_
5. Having a position that gives you a personal sense of accomplishment? \_\_\_\_\_
6. Having a position that demands full use of your abilities? \_\_\_\_\_
7. Having the opportunity to influence decisions made at high levels? \_\_\_\_\_
8. Receiving information about what is going on? \_\_\_\_\_
9. Working with competent and respected co-workers? \_\_\_\_\_
10. Having employee benefits that match your future needs? \_\_\_\_\_
11. Having an opportunity for continued growth and development? \_\_\_\_\_
12. Having the freedom to do your job in a manner that seems best to you? \_\_\_\_\_
13. Having job security? \_\_\_\_\_
14. Working in a position that has a high sense of urgency? \_\_\_\_\_
15. Being able to maintain a high quality of standards in what you do? \_\_\_\_\_
16. Being treated fairly? \_\_\_\_\_
17. Having comfortable working conditions? \_\_\_\_\_
18. Having reasonable working hours? \_\_\_\_\_
19. Having a supervisor that is capable technically? \_\_\_\_\_
20. Knowing what your supervisor thinks of your performance? \_\_\_\_\_

SECTION B: HOW SATISFIED ARE YOU WITH:

- ANSWERS:
- A. = I AM WELL SATISFIED
  - B. = I AM SATISFIED
  - C. = I AM NOT SATISFIED
  - D. = I AM QUITE DISSATISFIED
  - E. = DOES NOT APPLY

LETTER ANSWERS

1. Your knowledge of the Department's goals and objectives: \_\_\_\_\_
2. The Department you are working for? \_\_\_\_\_
3. The knowledge you have of what is expected of you in your job? \_\_\_\_\_
4. Your progression in your career: \_\_\_\_\_
5. Your personal sense of accomplishment in your position: \_\_\_\_\_
6. Challenges that demand utilization and use of your full abilities? \_\_\_\_\_
7. Your ability to influence decisions at high levels? \_\_\_\_\_
8. Receipt of information on what is going on? \_\_\_\_\_
9. The competency and respect of your co-workers: \_\_\_\_\_
10. Your benefits to match your future needs? \_\_\_\_\_
11. Your ability for future growth and development: \_\_\_\_\_
12. The freedom to do your job in the manner felt best: \_\_\_\_\_
13. Your job security: \_\_\_\_\_
14. The urgency of your position: \_\_\_\_\_
15. Your ability to achieve and maintain a high quality of standards: \_\_\_\_\_
16. The fairness of how you are treated? \_\_\_\_\_
17. The comfort of your work conditions? \_\_\_\_\_
18. The reasonableness of your work hours: \_\_\_\_\_
19. The technical competence of your supervisor: \_\_\_\_\_
20. Feedback on your performance from your supervisor: \_\_\_\_\_

## ORGANIZATIONAL CHARACTERISTICS SURVEY

ANSWERS:     A. = QUITE CHARACTERISTIC  
                   B. = CHARACTERISTIC ABOUT HALF OF THE TIME  
                   C. = QUITE UNCHARACTERISTIC  
                   D. = DOES NOT APPLY

### LETTER ANSWERS

1. There is a lot of team play. Differences are resolved for the larger good. \_\_\_\_\_
2. The judgement of lower ranked people in the Department is respected. \_\_\_\_\_
3. People in the Department see things going wrong and do nothing about it. \_\_\_\_\_
4. When working out problems, people try to guess what the Chief wants. \_\_\_\_\_
5. In problem-solving sessions, the Chief is frequently challenged. \_\_\_\_\_
6. Conflicts and differences in the Department are identified and managed. \_\_\_\_\_
7. There is a high concern for status and "territorial rights" in the Department. \_\_\_\_\_
8. When something goes wrong or there is a crisis, people blame one another. \_\_\_\_\_
9. Department members speak freely in-group sessions. \_\_\_\_\_
10. There is a "can-do" attitude in the Department. \_\_\_\_\_
11. Decisions are heavily influenced by past practice and tradition. \_\_\_\_\_
12. The reward system punishes members for trying harder. \_\_\_\_\_
13. Information sharing among supervisors is more the exception than the rule. \_\_\_\_\_
14. Considerable energy is wasted on interpersonal differences and conflicts. \_\_\_\_\_
15. Innovative thinking, risk-taking and creative ideas are not encouraged. \_\_\_\_\_
16. People are turned-on by the work they do. \_\_\_\_\_
17. People find that working here is truly an inconvenience. \_\_\_\_\_
18. People would rather work in another Department. \_\_\_\_\_

**APPENDIX B:**  
**QUESTIONNAIRE RESULTS**

**CLIMATE SURVEY RESULTS**  
(BY NUMBER OF RESPONDENTS)

**SECTION A. HOW IMPORTANT TO YOU IS:**

	A. = OF GREAT IMPORTANCE	B. = OF CONSIDERABLE IMPORTANCE	C. = SOMEWHAT IMPORTANT	D. = NOT IMPORTANT	E. = DOES NOT APPLY
1. Knowing your Department's goals and objectives?	26	6	1		
2. Working for an organization of which you can be proud?	31	1	1		
3. Having a good idea of just what is expected of you in your job?	26	7			
4. Making progress in your career?	23	9	1		
5. Having a position that gives you a personal sense of accomplishment?	23	9	1		
6. Having a position that demands full use of your abilities?	20	12	1		
7. Having the opportunity to influence decisions made at high levels?	17	11	5		
8. Receiving information about what is going on?	25	8			
9. Working with competent and respected co-workers?	26	6	1		
10. Having employee benefits that match your future needs?	27	4	2		
11. Having an opportunity for continued growth and development?	18	14	1		
12. Having the freedom to do your job in a manner that seems best to you?	17	10	5	1	
13. Having job security?	31	2			
14. Working in a position that has a high sense of urgency?	14	10	8	1	
15. Being able to maintain a high quality of standards in what you do?	23	9	1		



16. Being treated fairly?	26	7			
17. Having comfortable working conditions?	16	13	3	1	
18. Having reasonable working hours?	15	11	5	1	1
19. Having a supervisor that is capable technically?	22	8	3		
20. Knowing what your supervisor thinks of your performance?	19	13	1		

**SECTION B: HOW SATISFIED ARE YOU WITH:**

	A. = I AM WELL SATISFIED	B. = I AM SATISFIED	C. = I AM NOT SATISFIED	D. = I AM QUITE DIS-SATISFIED	E. = DOES NOT APPLY
1. Your knowledge of the Department's goals and objectives:		23	9	1	
2. The Department you are working for?	12	17	4		
3. The knowledge you have of what is expected of you in your job?	7	23	3		
4. Your progression in your career:	11	16	5	1	
5. Your personal sense of accomplishment in your position:	12	18	3		
6. Challenges that demand utilization and use of your full abilities?	3	22	8		
7. Your ability to influence decisions at high levels?	3	15	10	5	
8. Receipt of information on what is going on?	4	11	14	4	
9. The competency and respect of your co-workers:	9	19	4	1	
10. Your benefits to match your future needs?	4	17	10	2	
11. Your ability for future growth and development:	4	24	4	1	

12. The freedom to do your job in the manner felt best:	6	20	6	1	
13. Your job security:	9	22	1	1	
14. The urgency of your position:	7	25			1
15. Your ability to achieve and maintain a high quality of standards:	13	17	3		
16. The fairness of how you are treated?	5	14	11	2	1
17. The comfort of your work conditions?	4	19	7	2	1
18. The reasonableness of your work hours:	15	17			1
19. The technical competence of your supervisor:	15	15	2	1	
20. Feedback on your performance from your supervisor:	8	16	8	1	

## ORGANIZATIONAL CHARACTERISTICS SURVEY RESULTS

(BY NUMBER OF RESPONDENTS)

	A. = QUITE CHARACTER- ISTIC	B. = CHARACTER- ISTIC ABOUT HALF OF THE TIME	C. = QUITE UNCHARACTER- ISTIC	D. = DOES NOT APPLY
1. There is a lot of team play. Differences are resolved for the larger good.	11	17	5	
2. The judgement of lower ranked people in the Department is respected.	9	17	7	
3. People in the Department see things going wrong and do nothing about it.	12	13	7	1
4. When working out problems, people try to guess what the Chief wants.	9	19	5	
5. In problem-solving sessions, the Chief is frequently challenged.	1	13	18	1
6. Conflicts and differences in the Department are identified and managed.	4	19	10	
7. There is a high concern for status and "territorial rights" in the Department.	20	9	4	
8. When something goes wrong or there is a crisis, people blame one another.	11	16	6	
9. Department members speak freely in-group sessions.	14	16	3	
10. There is a "can-do" attitude in the Department.	14	17	2	
11. Decisions are heavily influenced by past practice and tradition.	13	14	5	1
12. The reward system punishes members for trying harder.	4	7	18	4
13. Information sharing among supervisors is more the exception than the rule.	10	13	10	
14. Considerable energy is wasted on interpersonal differences and conflicts.	9	15	8	1

15. Innovative thinking, risk-taking and creative ideas are not encouraged.	2	11	20	
16. People are turned-on by the work they do.	8	17	7	1
17. People find that working here is truly an inconvenience.	2	5	25	1
18. People would rather work in another Department.		3	29	1

**APPENDIX C:**  
**QUESTIONNAIRE RESULTS COMPARISON**

**CLIMATE SURVEY RESULT COMPARISON**  
(BY NUMBER OF RESPONDENTS)

**SECTION A: HOW IMPORTANT TO YOU IS:**

**SECTION B: HOW SATISFIED ARE YOU WITH:**

	OF GREAT OR CONSIDERABLE IMPORTANCE		WELL OR GENERALLY SATISFIED
1. Knowing your Department's goals and objectives?	32 of 33	1. Your knowledge of the Department's goals and objectives:	23 of 33
2. Working for an organization of which you can be proud?	32 of 33	2. The Department you are working for?	29 of 33
3. Having a good idea of just what is expected of you in your job?	33 of 33	3. The knowledge you have of what is expected of you in your job?	30 of 33
4. Making progress in your career?	32 of 33	4. Your progression in your career:	27 of 33
5. Having a position that gives you a personal sense of accomplishment?	32 of 33	5. Your personal sense of accomplishment in your position:	30 of 33
6. Having a position that demands full use of your abilities?	32 of 33	6. Challenges that demand utilization and use of your full abilities?	25 of 33
7. Having the opportunity to influence decisions made at high levels?	28 of 33	7. Your ability to influence decisions at high levels?	18 of 33
8. Receiving information about what is going on?	33 of 33	8. Receipt of information on what is going on?	15 of 33
9. Working with competent and respected co-workers?	33 of 33	9. The competency and respect of your co-workers:	28 of 33
10. Having employee benefits that match your future needs?	31 of 33	10. Your benefits to match your future needs?	21 of 33
11. Having an opportunity for continued growth and development?	32 of 33	11. Your ability for future growth and development:	28 of 33
12. Having the freedom to do your job in a manner that seems best to you?	27 of 33	12. The freedom to do your job in the manner felt best:	26 of 33
13. Having job security?	33 of 33	13. Your job security:	31 of 33
14. Working in a position that has a high sense of urgency?	34 of 33	14. The urgency of your position:	32 of 33
15. Being able to maintain a high quality of standards in what you do?	32 of 33	15. Your ability to achieve and maintain a high quality of standards:	30 of 33

16. Being treated fairly?	33 of 33	16. The fairness of how you are treated?	19 of 33
17. Having comfortable working conditions?	29 of 33	17. The comfort of your work conditions?	23 of 33
18. Having reasonable working hours?	26 of 33	18. The reasonableness of your work hours:	32 of 33
19. Having a supervisor that is capable technically?	30 of 33	19. The technical competence of your supervisor:	30 of 33
20. Knowing what your supervisor thinks of your performance?	32 of 33	20. Feedback on your performance from your supervisor:	24 of 33

# **APPENDIX D**

## **INTERVIEW QUESTIONS**



Name \_\_\_\_\_ Date \_\_\_\_\_

## INTERVIEWS

1. What are the differences between the current Fire Department administration and the past administration?
2. What challenges do you see with implementing the current Department philosophy?
3. What percentage of the Department, in your estimation, has fully bought-in to the new philosophy?
4. What future actions, in your view, are necessary to make the necessary changes to match the Department's vision?
5. What do you view as the chances for success in fully implementing the new vision?

**APPENDIX E**

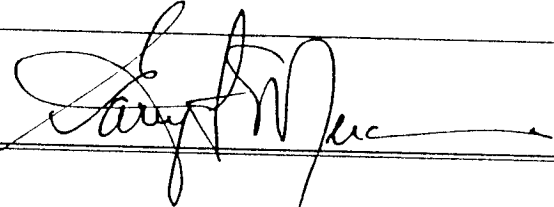
**CITY OF FAIRFAX, VIRGINIA**

**COMUNICATION PROCEDURE**

**RULES AND REGULATIONS****WRITTEN DEPARTMENT COMMUNICATION**

Effective Date:  
May 12, 1995

Revised:  
February 1, 1996

Approved By: 

**PURPOSE**

To describe the various written Department communications and the procedures relating to their development, implementation, distribution and use.

**I. PREFACE**

The guidelines pertaining to established policies, operating procedures and manuals, general orders, rules and regulations, and related information are contained within this document.

**II. DEFINITIONS**

- A. Operating Procedure - a published document which establishes a policy or strategic process that shall be adhered to by all Department personnel under applicable conditions and/or situations.
- B. General Order - a published document that directs one or more persons, either by name or by class/group, to take some specific action(s).
- C. Rules and Regulations - a published document that shall be considered as absolute directives requiring strict compliance by all personnel.
- D. Quality Bulletin - a published document designed to convey material for the general knowledge or interest of the recipients.
- E. Manuals - a published document designed to promulgate uniform skills, techniques, and/or evolutions, including the methods of operation accepted and approved by the Department which are to be utilized by Department members when engaged in specific, related activities.

## OPERATING PROCEDURE

No. 1.0.06

Effective Date: May 12, 1995

Revised: February 1, 1996

Page 2 of 8

### III. OPERATING PROCEDURES (OP)

#### A. Adherence to OPs

An operating procedure (OP) establishes a process which shall be followed by all Department personnel. Deviations from OPs shall not be permitted except under extenuating circumstances. OPs are part of a continuing program and shall remain valid until a written change is approved and released. Violation of an OP, without cause, shall be handled as a disciplinary issue.

#### B. Distinction Between OPs and General Orders

By their continuing nature, OPs differ from general orders which direct specific action within a specific time period. OPs shall not be published and issued as general orders except in instances where time is critical and it is essential that personnel receive a directive in a time frame not allowed by the normal OP preparation period. These emergencies shall be determined on a case-by-case basis by the Chief or Acting Chief of the Department. When approved, the general order shall contain a notation indicating that an OP or similar continuing document will follow. It shall be the responsibility of the Chief's office to ensure that the appropriate document is initiated, at least as a draft, within 30 days.

#### C. Preparing an OP

1. Any employee of the Department who sees a need for the establishment or modification of a current policy or procedure may submit the suggested policy or procedure to his/her ~~battalion chief~~ <sup>Chief's Office</sup>, or the Chief's office, if appropriate. The employee shall advise whether he/she feels the new procedure can be included in an existing OP. Where appropriate, the battalion chief shall review the initiator's draft for content, clarity, and completeness. If necessary, the draft shall be revised and returned to the initiator for review or further work.
2. Draft OPs shall be prepared on plain paper using a format consistent with published OPs. Each OP shall begin with a clear, concise statement of the purpose.
3. The Chief's office shall forward copies of the proposed procedure to designated staff of the Department, as well as any other appropriate individuals/groups who may be affected by the procedure, for concurrent review and comments.

OPERATING PROCEDURE

No. 1.0.06

Effective Date: May 12, 1995

Revised: February 1, 1996

Page 3 of 8

4. Battalion Chiefs and the code Enforcement Director are responsible for ensuring that their staff review any new or revised procedures which may affect them, and the battalion chiefs shall provide comments from personnel under their supervision to the Chief's office by the designated due date.
5. The proposed, or revised, OP shall be discussed by the assembled Department's decision making body, including any comments received during the review process.
6. The Chief's office shall process the approved OP on the Department's Operating Procedure form, incorporating comments/suggestions agreed upon by the Department's decision making body.
7. When approved, the Chief of the Department shall sign the OP. Once approved, an effective date shall be assigned and the OP shall be duplicated.
8. Following duplication, the Chief's office shall distribute a copy of the OP to each employee, each work location, and the Fairfax Volunteer Fire Department, Inc.

D. Revision of OPs

1. Proposed revisions to OPs shall be clearly marked on all copies distributed for review by "highlighting" any language/section(s) in which a change is proposed.
2. The final approved OP shall be annotated with a single vertical line in the right margin parallel to any language/section(s) in which a revision has occurred. This will enable personnel to quickly determine and follow changes in operating procedures.

E. Distribution and Maintenance of OPs

1. When distributing copies of new or revised OPs, the Chief's office shall ensure that each employee receives a copy of each OP produced. Additionally, each work location, as well as the Chief and President of the Fairfax Volunteer Fire Department, shall be issued a complete set of OPs.
2. Sending one OP to an entire office, station or section shall not be permitted. If a work location does not receive sufficient copies of an OP for all assigned personnel, the supervisor of the work location shall be responsible for notifying the Chief's office.

OPERATING PROCEDURE

No. 1.0.06

Effective Date: May 12, 1995

Revised: February 1, 1996

Page 4 of 8

3. Distribution of a new or revised OP or document page automatically cancels the existing issue of the same OP or document page, and is identified by a new issue date. Existing OPs or document pages that have been revised shall be removed from OP manuals and shall be replaced with the new/revised version. OPs and document pages removed from the manual shall be discarded appropriately, except that the Chief's office shall retain copies in a separate file.
4. Each recipient of an OP manual is responsible for its maintenance and for adding, deleting, and replacing OPs as appropriate. Work location supervisors shall be responsible for maintaining OP manuals issued to the work location.
5. Introduction, cancellation, and revision of entire OPs or separate pages shall be done in writing approved by the Chief of the Department.

F. Issuance of OPs

Since OPs are a critical component of an employee's orientation, they shall be issued during the processing of each new employee, both uniformed and civilian. The Chief's office shall maintain a log of all employees to whom a set of OPs are issued, and each new employee shall sign it to indicate receipt of the documents. Three-ring binders shall be issued to each employee to aid in the retention of OPs.

G. Department Personnel Responsibilities

All Department personnel shall be responsible for:

1. Familiarizing themselves with, maintaining a constant awareness of, and complying with the OPs;
2. Making suggestions for new and/or revised policies and procedures they feel are necessary;
3. Maintaining their sets of OPs up-to-date as new/revised documents are issued; and
4. Upon separation for any reason, returning to the Department a complete set of Operating Procedures, inserted in numerical order in the issued binders and a complete set of Rules and Regulations. Failure to do so will result in the current replacement cost being deducted from the employee's final paycheck.

#### H. Supervisory Personnel Responsibilities

All supervisory personnel shall be responsible for:

1. Compliance by subordinate personnel with applicable policies and procedures. It shall be the responsibility of work location supervisors to see that procedures affecting career personnel are brought to their attention and the responsibility of the Volunteer Chief to see that procedures affecting volunteer personnel are brought to his attention;
2. Reviewing all suggestions for new and revised policies and procedures submitted to them by subordinate personnel and transmitting these proposals for approval, as appropriate;
3. Reviewing and commenting on all other draft policies and procedures in a timely fashion.

#### IV. GENERAL ORDERS (GO)

- A. A general order is a directive that tells one or more persons, either by name or by class/group, to take some specific action. Failure to comply with a general order shall be handled as a disciplinary issue.
- B. All general orders shall be prepared on the Department's General Order Form and be approved by the Chief's office. Each general order shall state specifically on the first page the subject addressed.
- C. When approved, the general order shall be signed, dated, and assigned a general order number by the Chief's office. Distribution of general orders shall be the responsibility of the Chief's office.
- D. General orders shall be maintained at each work location in a three-ring binder provided for that purpose.
- E. In January of each year, the Chief's office shall issue a general order identifying obsolete general orders and directing that they be removed from work location general order binders.

#### V. RULES AND REGULATIONS

- A. The Administrative Rules and Regulations of the city of Fairfax Department of Fire and Rescue Services are absolute directives which require strict compliance by all Department personnel. Violations of Department Administrative Rules and Regulations shall be handled as a disciplinary issue.

**OPERATING PROCEDURE**

No. 1.0.06

Effective Date: May 12, 1995

Revised: February 1, 1996

Page 6 of 8

- B. Each work location shall be issued a copy of the Administrative Rules and Regulations at the same time the Operating Procedures are issued. The Station Officer shall ensure that these copies are kept up to date.

**VI. QUALITY BULLETINS (QB)**

- A. Quality bulletins are published for the general knowledge of the recipients.
- B. Any Department employee may initiate a quality bulletin; however, they must be prepared in the final format by the Chief's office on the Department's Quality Bulletin Form. Quality bulletins shall be submitted through the chain of command to the Chief's office for approval. If approved, it shall be numbered, dated, reproduced and distributed by the Chief's office.
- C. All quality bulletins shall be distributed to each work location. Information to be conveyed to an individual or selected group shall be accomplished by the use of a memorandum instead of a quality bulletin.
- D. The retention of quality bulletins shall be at the discretion of the work location supervisor, in accordance with Section VIII-E.

**VII. MANUALS**

- A. Manuals are published to assure safety, consistency, and efficiency during all Department operations, including training exercises and emergency incidents.
- B. Any Department member who perceives the need for a manual may submit their recommendation through the chain of command to the Assistant Chief. The Assistant Chief shall assess the recommendation and, if appropriate, assign personnel to develop the manual.
- C. All manuals shall be distributed to each work location.
- D. Manuals shall be maintained at the work location by the Station Commander or work location supervisor.
- E. Manuals shall be reviewed annually and updated or revised accordingly under the direction of the Assistant Chief.



**VIII.DISTRIBUTION OF WRITTEN COMMUNICATIONS**

- A. It shall be the responsibility of each duty Battalion Chief to collect and deliver all mail from each work location and mail site (i.e. Administrative office, Fire Station 3/33, City Hall and the County). This collection/delivery should be accomplished no later than by noon of each work day.
- B. Unless specifically addressed to an individual, all mail shall be delivered to the Administrative office for copying and prioritization.
- C. A standardized system of written communications display shall be developed and monitored by the Station Officer/Office Supervisor. Each work location (Station 3, Station 33, Administrative Office and Office of Code Enforcement) shall establish and maintain a system of clipboards to facilitate this information display. These clipboards shall be categorized as follows:
  - 1. City Government Information (Job announcements, General Information, Council Agendas, City Scene and City Updates, etc.)
  - 2. Department Information (Memoranda, Quality Council minutes, Operating Procedures, Station Renovation information, etc.)
  - 3. Training (State publications, notices for classes/training, etc.)
  - 4. Volunteer Department Information (meeting minutes, notices, items specific only to the Volunteer Department)
  - 5. Local 2702 Information
  - 6. County Information (General Orders, Informational Bulletins, General Information)
  - 7. Department Quality Bulletins and General Orders
- D. Once the mail is received at the Administrative Offices, it shall be copied, categorized and stamped for each respective clipboard. Once received at the work location, it shall be the responsibility of the Station Officer/Work Location Supervisor (on-duty, when received) to properly post this information on the appropriate clipboard.
- E. Unless otherwise indicated, after a period of 30 days, the Station Officer/Work Location Supervisor (on-duty) shall ensure that this information is removed and properly disposed of and/or recycled. Information indicating a later destroy date shall be posted until that date.
- F. It shall be the responsibility of each and every member to become acquainted with the information displayed on these clipboards.

**IX. PERSONNEL RECEIPT OF COMMUNICATIONS**

- A. Each work location shall establish and maintain a file drawer for each shift. Included in this file drawer shall be a file folder for each member assigned to that work location. This shall be the location that each member may store and retain personal, department related information.
- B. Each work location shall utilize individual "cubbyholes" as personal in-boxes. Information, memos, letters, etc. addressed to the individual shall be deposited into this in-box. Once received, information deemed necessary to retain shall be deposited in the personal file folder. This shall ensure that members are able to receive information specifically addresses to them in a timely manner.

**X. DISPLAY OF VEHICLE STATUS**

- A. Each Station shall display a "Vehicle Status Board." This board shall be updated, as necessary, by the on-duty Station Officer.
- B. The "Vehicle Status Board" shall display the following information, as appropriate, for each vehicle assigned to that station:
  - 1. Vehicle Number
  - 2. Date
  - 3. Status
  - 4. Reason OOS
  - 5. Length of time OOS
  - 6. Location
  - 7. Contact Person/Number
  - 8. Next PM
  - 9. Next Brake Inspection
  - 10. Next State Inspection
  - 11. Comments
- C. It shall be the responsibility of the Station Officer to ensure that the information contained on the Vehicle Status Board is correct, at a minimum each morning at shift change and upon change of vehicle status.